

THIRD BIENNIAL REPORT
of the
NORTH CAROLINA
RECREATION COMMISSION



Biennium July 1, 1948 - June 30, 1950

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LETTER OF TRANSMITTAL

December 4, 1950

Honorable W. Kerr Scott
Governor of North Carolina
Raleigh, North Carolina

My Dear Governor Scott:

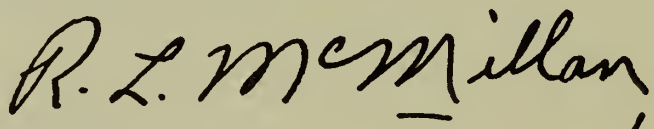
Herewith I am transmitting The Third Biennial Report of The North Carolina Recreation Commission.

In this report there appears a chart showing the rapid expansion in our State of local organization for recreation. It is to be noted that most of these local recreation departments have been formed since The North Carolina Recreation Commission was established.

This report shows a marked growth during the biennium in recreation service throughout the State in all areas: urban and rural, towns and villages, churches, schools, industries, institutions for our dependents, delinquents and defectives and in our youth serving agencies.

It has been said that the way in which a people use their leisure time more definitely marks the quality of their civilization than does any other factor. Be that as it may, I am pleased to report to you and through you to the General Assembly the finest cooperation among members of the Recreation Commission, the Advisory Committee, the various State Departments, agencies and institutions and recreation leaders in the State, in providing more abundant wholesome recreation opportunities for all the people of the State.

Respectfully submitted,

A handwritten signature in dark ink, reading "R. L. McMillan". The signature is written in a cursive style with a large, stylized "M".

CHAIRMAN

The North Carolina Recreation Commission

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Summary

**Third Biennial Report
1948-1950**

**North Carolina
Recreation Commission**

I. ORGANIZATION AND ADMINISTRATION

The North Carolina Recreation Commission was established on March 19, 1945 by the General Assembly of the State.

It is the first legally established State Recreation authority to provide state machinery and funds in fulfillment of its responsibilities.

The Commission is composed of seven appointed and four Ex-Officio members.

The chairman of the Advisory Committee and the President of the North Carolina Recreation Society meet with the Commission.

The Ex-Officio members are the Governor, Superintendent of Public Instruction, Commissioner of Public Welfare, and Director of the Department of Conservation and Development.

The Act provides for a Recreation Advisory Committee of 30 members representing recreation activities and interests.

There is also a group of Consultants from federal, national and state agencies cooperating with the Commission.

The Commission has an employed staff of eight people—Director, a Consultant, Assistant Director, two Recreation Specialists, and three Secretaries.

The headquarters for the Commission is in a suite of rooms at 615 Hillsboro Street.

The appropriation to the North Carolina Recreation Commission for the fiscal year 1948-49 was \$21,373.00. For the fiscal year 1949-50, the sum was \$26,818.00.

In addition to these expenditures the University of North Carolina, through its Extension Division, provided assistance to the Commission in 1948-50.

II. COMMUNITY SERVICES

The Commission has assisted 41 communities with recreation surveys, studies and inventories.

It has worked with 56 communities on matters dealing with recreation finance. Forty-four communities have received assistance on legal questions and procedure.

Forty communities have been given aid on personnel problems. The Commission has spent considerable time to develop good leadership within the State and to bring quality leaders into the State.

It offers its full staff for training institutes and conferences, work-

shops, clinics, and the like. It has conducted twelve training institutes and conferences with attendance of 580 people.

One hundred and sixty communities have received consultation visits from members of the staff.

The Commission has had correspondence with 80 communities relative to recreation matters.

The office has sent out thousands of copies of printed material—bulletins, leaflets and mimeographed material on recreation subjects.

It has established a loan library and now has several hundred volumes for service use.

Inventories on Municipal Recreation, Camping, Youth-Serving Agencies, Towns and Villages, and various phases of Commercial Recreation have been conducted.

The Commission is working closely with those Institutions of Higher Learning in North Carolina which are sponsoring recreation leadership curricula.

The Commission has been interested in stimulating and conducting research in the field of recreation. Seventeen projects in recreation research have been completed.

A number of articles for publication were contributed to recreation magazines and other journals interested in the field.

III. SERVICES TO SPECIAL GROUPS

A staff member works with the industrial recreation leadership of the State and the Commission has rendered special services to a number of manufacturing and industrial plants.

The staff has worked with several denominations and individual churches on recreation programs.

Concentrated interest has been given to assist organizations and agencies interested in the advancement of recreation for rural living.

The staff has cooperated with the professional recreation leadership in hospitals and other state institutions throughout North Carolina.

Close cooperation exists between the Commission and many of the youth-serving agencies, such as the Boy Scouts, Girl Scouts, 4-H Clubs, Youth Centers, and the like.

IV. COOPERATIVE SERVICES

The Commission has participated in national, regional and local meetings interested in the prevention and control of juvenile delinquency.

The activities of the Commission have been closely related to a number of state organizations in their interest and work in the field of recreation.

The staff has worked with the North Carolina Conference for Social Service, the American Red Cross, the Piedmont Industrial Association, the State Congress of Parents and Teachers, the North Carolina Federation of Women's Clubs, the North Carolina League of Municipalities, the Annual Public Welfare Institute, and similar groups.

Cooperative activities were undertaken with the following state agencies: State Parks Division of the Department of Conservation and Development, the State Board of Public Welfare, the State Board of Health, and the Library Commission.

Members of the staff have participated in 19 state conferences of various organizations.

The Commission works closely with the North Carolina Recreation Society. It participates in all of its activities.

The staff has rendered services to 24 states by consultation, visits and services.

The Commission has had general correspondence with 34 of the states on matters relating to recreation.

It has had interesting relations with five foreign countries—Brazil, Canada, Cuba, England, and the United States Zone of Germany.

Members of the staff have served the American Recreation Society, the American Association for Health, Physical Education and Recreation, American Group Work Association, National Recreation Policies Committee, the National Industrial Recreation Association, National Recreation Association, the American Institute of Park Executives, and the American Camping Association.

V. SIGNIFICANT DEVELOPMENTS

1. Perhaps the outstanding development in recreation in North Carolina this biennium has been the general interest and understanding on the part of the citizens of the State of the need for, the benefits from, and the values of organized community recreation and other aspects of recreation.

2. This period has witnessed extensive advancement in areas and facilities—community centers, recreation buildings, swimming pools, athletic fields, gymnasiums, bowling alleys, skating rinks, parks, picnic areas, tot-lots, and the like.

3. There is unusual interest in recreation for towns, villages, and the rural area. A member of the staff gives full-time to this field. Numerous conferences were held in different parts of the State, bringing together representatives from areas with less than 2,500 population. The activities of these communities in promoting organized recreation is a fascinating story.

4. The Commission completed a detailed and extensive study of municipal recreation in the State. It now possesses an excellent picture of the organization and administration of all the municipal recreation departments in the State. This study is kept up to date.

5. An inventory of industrial recreation programs throughout the State has been started. Program developments, organization and administration, correlated relations with community programs, form the essential elements of the study.

6. The biennium witnessed the completion of the Grange Hall in the Schley Community of Orange County. This Hall was given to the Schley Community by the Sears-Roebuck Foundation as first prize in a national community center contest. The Recreation Commission worked closely with the community, the Grange, Sears-Roebuck and the Recreation Planner in the developments of the area.

7. Recreation planning made rapid strides during this period. The Commission worked with more than 40 communities in surveys, studies and plans. Nationally known recreation planners and a number of North Carolina landscape planners and architects worked in the State, making community recreation surveys, laying out areas and building facilities.

8. The Commission conferred with the Western North Carolina Associated Communities in the development of a study and project to advance the recreation opportunities of the eleven counties west of Asheville. The Commission will now act as coordinator of this study and bring together the services of the National Park Service, the National Forest Service, the State Park Division of the Department of Conservation and Development, Tennessee Valley Authority, and many community interests throughout the region.

9. The Commission worked up a Music and Entertainment Schedule presented by all the colleges and universities in North Carolina. This material has been given wide circulation and has proven of interest and value. The Commission will continue this service each year.

10. During this period there has been extensive use of the film collection of the Commission. "Leaders for Leisure," "\$1,000 for Recreation," and "Playtown U.S.A." are constantly used by communities and groups throughout the length and breadth of the State. The University Extension Division Film Library directs the films to the local communities.

11. Nash County in 1949 established the first County Legal Managing Authority for Recreation in North Carolina. Financial assistance is rendered the county through the Sears-Roebuck Foundation. The county has a full-time Recreation Director and staff. The organization and administration is under the direction of a County Recreation Commission. The Commission is working with other counties interested in this type of development.

12. The training program of the Commission has moved forward effectively. Training Institutes in Sports and Games and in Social Recreation were held. The state is gradually developing a fine group of trained recreation leaders both on a professional and volunteer bases.

13. During the biennium the Commission has added many books, bulletins, pamphlets, and other mimeographed materials to its library facilities. A list of these materials is printed on page 45. The material is sent out on a loan basis.

14. The Director of the Commission served as the United States delegate to the First International Recreation Conference held by the International Labor Office of the United Nations in Geneva, Switzerland, November 1949.

15. In the spring of 1948 the Commission was co-host to the Southeastern Industrial Recreation Association meeting. This conference brought together industrial recreation leaders from all of the southern states and was held in Asheville.

16. A number of communities have held special elections and bond issues for recreation, fifteen in number. Fourteen were successful. This indicates a definite belief on the part of the people in organized recreation.

17. In 1949 the Commission organized and sponsored, in cooperation with the Bureau of Recreation of the University Extension Division, a Workshop Study Conference for municipal recreation directors. This conference was held again in 1950 and is an annual affair. The conference brings together all of the municipal recreation directors of North Carolina for a three-day period of study and discussion.

18. During this biennium the Commission added a member to the staff on a part-time basis to work during the summer months in promoting recreation for Negro citizens. Holding meetings, giving consultation service, doing research, assisting in planning and other services were administered.

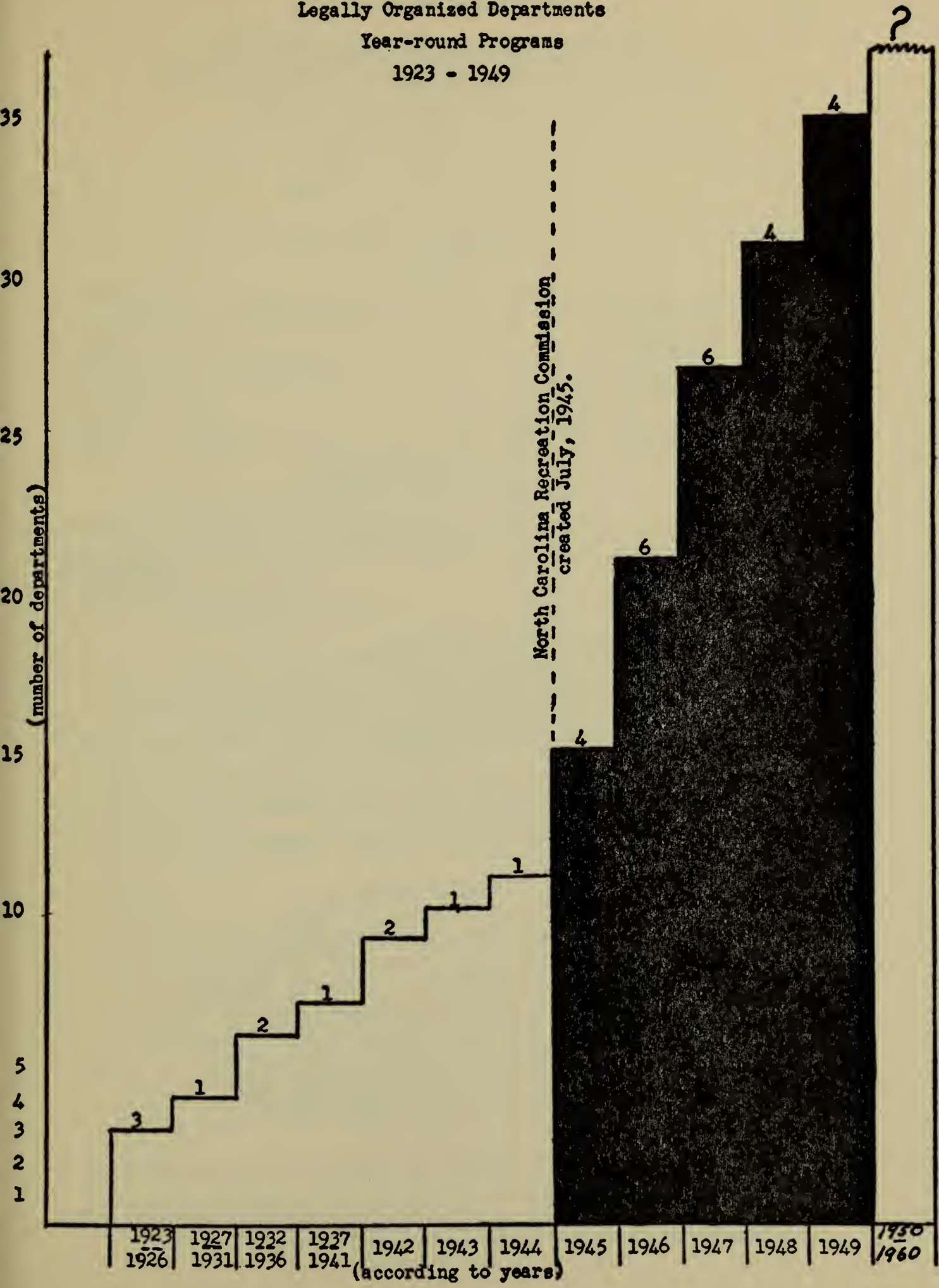
19. The Commission presented to the North Carolina Conference of Social Service a mimeographed bulletin entitled "Children at Play," as a part of the findings for North Carolina to the White House Conference on Children and Youth. The bulletin describes a number of interesting projects promoting play and recreation.

20. Plans were made for the holding of the Midcentury Recreation Conference in Charlotte bringing together for the first time the North Carolina and South Carolina recreation leadership.

Growth of Legal Recreation Departments

In the first 22 years of municipal recreation 11 legal year-round departments were created. Since 1944 or in a period of 5 years 24 legal year-round departments were created. Each step indicates the number of departments created in the period stated. This chart does not include the many part-time year-round programs, the summer programs, and industrial programs, nor does it contain the programs operated by private and commercial enterprises.

MUNICIPAL RECREATION DEVELOPMENTS
Legally Organized Departments
Year-round Programs
1923 - 1949



I. Organization and Administration

NORTH CAROLINA RECREATION COMMISSION

Office: July 1, 1949-April 1, 1950

357 Revenue Building

April 1-June 30, 1950

615 Hillsboro Street, Raleigh

Appointed Members

R. L. McMILLAN, *Chairman*

Raleigh

*MONTGOMERY S. HILL, *Vice-Chairman* Greensboro

CHARLES S. HUBBARD Hillsboro

W. J. KENNEDY, JR. Durham

*HENRY M. MILGROM Battleboro

MRS. JOHN G. NEWITT Charlotte

**MAX A. PARRISH, *Vice-Chairman* Gastonia

**R. W. WATKINS Boone

Ex-Officio Members

W. KERR SCOTT, *Governor*

CLYDE A. ERWIN Superintendent of Public Instruction

GEORGE R. ROSS Director, Department of Conversation and
Development

DR. ELLEN WINSTON Commissioner of Public Welfare

* Montgomery S. Hill served until July, 1949.

* Henry M. Milgram began a four-year term July, 1949.

** R. W. Watkins was reappointed for a term of four years July, 1950.

** Max A. Parrish was reappointed to serve a period of four years July, 1950.

Thomas W. Morse serves on the Commission for George R. Ross.

Russell M. Grumman, Chairman of Advisory Committee, meets with the Commission.

The North Carolina Recreation Commission holds regular sessions quarterly.

During the period July 1, 1948, to June 30, 1950, there were eight regular meetings and three called sessions.

The President of the North Carolina Recreation Society meets with the Commission.

Staff Members

*HAROLD D. MEYER, *Director*

*RALPH J. ANDREWS, *Director*

**RONIE SHEFFIELD, *Assistant Director*

**JAMES S. STEVENS, JR., *Assistant Director*

VIRGINIA GREGORY, *Recreation Specialist*

A ~~W.~~ E. WEATHERFORD, *Part-time Recreation Specialist*

MRS. VIOLET B. NANCE, *Senior Steno-Clerk*

MRS. GLADYS S. HUTCHINSON, *Secretary*

MRS. JANE JONES, *Typist Clerk*

* Harold D. Meyer retired as Director July 1, 1950.

* Ralph J. Andrews, former Director of Parks and Recreation Commission of Raleigh, was made Director.

** Miss Ronie Sheffield resigned as Assistant Director effective December 1, 1949. James S. Stevens, Jr., was made Assistant Director December 1, 1949.

RECREATION ADVISORY COMMITTEE

RUSSELL M. GRUMMAN, *Chairman*
Chapel Hill

Members serving for the period 1947-49 and 1949-51

MRS. KATHERINE P. ARRINGTON	Warrenton
Art	
MISS AUGUSTA BARNETT	Asheville
Social Events	
*MISS MARJORIE BEAL	Raleigh
Reading and Storytelling	
**B. G. BROOKS	Raleigh
Commercial Recreation	
*MRS. HARRY B. CALDWELL	Greensboro
Rural Life	
**W. H. CARPER	Burlington
Public Recreation Administration	
*C. N. CARROLL	Raleigh
Institutional Recreation	
**MISS RUTH CURRENT	Raleigh
Rural Life	
*MRS. EDISON DAVENPORT	Mackeys
Rural Groups	
*DONALD C. DEARBORN	Salisbury
Institutions of Higher Learning	
*CHARLES W. DOAK	Goldsboro
Institutional Recreation	
HAROLD J. DUDLEY	Wilson
Churches	
*JOHN D. EVERSMAN	Pisgah Forest
Industrial Recreation	
**O. A. FETCH	Fontana Village
Tourist and Travel	
**FRED FLETCHER	Raleigh
Radio	
*P. HUBER HANES, JR.	Winston-Salem
Industrial Management	
LOYD B. HATHAWAY	Winston-Salem
Municipalities	
MRS. MAURICE HONIGMAN	Gastonia
Music	
**MISS A. ELIZABETH HOUSE	Raleigh
Reading and Storytelling	
C. WALTON JOHNSON	Weaverville
Camping	

*Members serving for the period July 1, 1947-June 30, 1949

**Members serving for the period July 1, 1949-June 30, 1951

JOHN R. LARKINS	Raleigh
Negro Groups	
*GEORGE D. MANNING	Asheboro
Commercial Recreation	
**MRS. CHESTER A. MARSH.....	Winston-Salem
Crafts	
*RICHARD W. MASON	Raleigh
Radio	
**G. M. MATLACK	Cramerton
Industrial Recreation	
**LEO MINDER	Winston-Salem
Community Chests and Councils	
*MISS LUCY MORGAN	Penland
Crafts	
**MISS MEREB MOSSMAN	Greensboro
Institutions of Higher Learning	
**RUFUS PAGE	Elizabethtown
Nature Lore	
MAYON PARKER	Ahoskie
Publicity	
**NEAL PATRICK	Raleigh
Athletics, Sports, Games	
*EARL J. PETRO, JR.	Pinehurst
Tourist and Travel	
CHARLES W. PHILLIPS	Greensboro
Civic Groups and Associations	
*BROOKS REITZEL	High Point
Youth Agencies	
J. H. ROSE	Greenville
Public Schools	
E. L. SANDEFUR	Winston-Salem
Labor	
SAMUEL SELDEN	Chapel Hill
Dramatics	
*NORMAN SHEPARD	Davidson
Athletics, Sports, Games	
*GEORGE K. SNOW	Mount Airy
Veterans	
*CHARLES H. STONE	Charlotte
Public Recreation Administration	
**MRS. EVA LASSITER SCOTT	Spring Hope
Youth Agencies	
**HERBERT B. TAYLOR	Dunn
Veterans	
**W. A. UNDERWOOD	Fayetteville
Industrial Management	

- RICHARD L. WEAVER Chapel Hill
Nature Lore
- *HAROLD J. WEEKLEY Burlington
Community Chests and Councils
- *KENNETH WIBLE Greensboro
North Carolina Recreation Society
- **C. R. WOOD Durham
North Carolina Recreation Society

The Advisory Committee meets annually with the North Carolina Recreation Commission. This meeting takes place at the fall session of the Commission in conjunction with the North Carolina Recreation Conference.

A number of the Advisory Committee members have organized sub-committees and hold independent sessions relating to the special interest field and promote special projects.

EX-OFFICIO CONSULTANTS

Federal Government

- Agricultural Extension Service
- Children's Bureau
- Federal Security Agency
- National Park Service
- Tennessee Valley Authority
- United States Forest Service
- Veterans Administration

National Agencies

- American Red Cross
- National ~~Foundation~~ *Recreation* Association
- National Recreation Policies Committee
- National Industrial Recreation Association

State Agencies

- Department of Agriculture
- State Department of Archives and History
- Department of Labor
- State Board of Health
- State Highway Commission
- State Parks
- State Symphony Society
- Institute of Government
- Wildlife Resources Commission

State Organizations

- North Carolina Association of County Commissioners
- North Carolina Association of Public Welfare Superintendents
- The North Carolina Education Association
- North Carolina League of Municipalities

A representative from each State, Federal and National agency forms the Consultants to the Commission and the Advisory Committee.

II. History

The statewide interest in, and appreciation of, recreation in North Carolina was mainly the result of two years' promotional and educational work on the part of the North Carolina Recreation Committee. The legislative interest in recreation was a true reflection of the wishes of the people of the state, but these wishes had been crystalized and articulated largely through the work of the State Recreation Committee.

Several previous influences had helped to develop a favorable attitude toward recreation programs. The recreation division of the Works Projects Administration had assisted many communities and had demonstrated that there was real value in such services wherever they were provided. No sooner had that organized program been abandoned than came the war with great displacement of individuals and families. Numerous national agencies and local groups began to develop joint recreation services for the temporary war-time needs. The armed forces organized recreation programs on the posts. The Red Cross, United Service Organizations, Recreation Division of the Federal Security Agency, the Federal Public Housing Authority, and other public and private agencies, gave impetus and services to provide recreation programs for the war workers, their families and for the military personnel. Community groups established or expanded local recreation programs. These program activities touched many of the people in one way or another, and the public came to have a better understanding of recreation services.

The North Carolina State Recreation Committee was appointed in June, 1943 by the late Governor, J. Melville Broughton, and was sponsored and assisted throughout its career by the North Carolina Office of Civilian Defense. It also received the assistance and full cooperation of the Extension Division of the University of North Carolina. Space will not permit an even partial review of the scope of activities of the State Committee, but since the success of the Committee was due largely to its organizational pattern, and this pattern still exists under the present organization of the North Carolina Recreation Commission, it might be well to review this pattern here.

The State Recreation Committee was composed of some forty members appointed by the Governor to represent all segments of the recreation interests and activities of the State. On this committee for example were representatives of state agencies with a stake in recreation, such agencies as the Department of Public Instruction, the State Park Division, the Department of Public Welfare and others. Representatives were appointed for such interests as churches, municipalities, rural life, Negro activities, camping, industrial interests, hospital recreation, family life and others. Representatives were also appointed for recreation activities—arts, crafts, music, dramatics, sports, games, reading, storytelling, motion pictures, radio and a few others. Each representative, so appointed, was expected and in most cases did, organize a subcommittee of persons, throughout the state, who would be interested in the recreation values of their respective fields. In this manner there were hundreds of North

Carolina citizens actively participating in the work of the State Recreation Committee. And through these members and representatives, the State Committee was able to secure accurate inventories, on a statewide basis, of all the recreation programs, interests, and activities in the state. An Executive Board of eight members was elected by the State Committee to act for the committee between sessions which were held semi-annually.

Through the members of the Committee, and other interested laymen, the promotional, technical, advisory, and training work of the Committee was carried on, and perhaps the best summary of the Committee's success can be found in the fact that their recommendation to Governor R. Gregg Cherry and the North Carolina Legislature resulted in the establishment of the North Carolina Recreation Commission without a single dissenting vote in the General Assembly.

The history of the North Carolina Recreation Commission is the story of the first legally established state recreation authority to provide state machinery and funds in fulfillment of its responsibilities. On March 19, 1945, the General Assembly of North Carolina ratified S.B. No. 140, "An Act to create a State Recreation Commission." The Commission is composed of seven appointed and four Ex-Officio members. In addition to the Commission, the establishing act provides for a "Recreation Advisory Committee" of thirty members. Advisory Committee members are appointed for two-year terms, and members of the Recreation Commission are appointed for six-year terms, except that initial appointments of the latter were staggered to provide for yearly appointments to fill vacancies.

The Recreation Advisory Committee meets annually, with the Commission, and the membership of the committee is substantially along the same lines as the former State Recreation Committee, with representatives of recreation activities and groups. In addition, there is a group of "Ex-Officio Consultants to the Commission and the Advisory Committee" composed of representatives of state governmental agencies, state organizations, federal agencies, and national agencies. Members of the Recreation Advisory Committee are still encouraged to organize subcommittees in their respective fields of activity or interest. The Commission itself meets four times yearly, the fall meeting being held jointly with the Recreation Advisory Committee and the North Carolina Recreation Society, a state society of professional recreation leaders, making it possible to hold a truly representative State Recreation Conference each fall.

The North Carolina Recreation Commission and Its Program*

This meeting of the Commission witnesses the close of a five-year period of service. It is well that we pause, take a hurried look back, analyze our policies and procedure, and express a strong faith in the future. This has been a stimulating and thrilling adventure. As we started out five years ago without pattern, without policy, but with a strong backing of our governmental leaders, our professional workers, and a large number of citizens, we plunged into the work, determined to serve well, to learn the "know how," and to build a structure and program that would justify the good will and confidence of the people of North Carolina. We served with a strong belief in the contributions that recreation can make to the arts of living.

Recreation is on the march. It is now accepted as a major force in social well-being. In the general patterns of social change recreation assumes an ever-increasing position of importance. It takes its place with Religion, Education, Health and Work as one of the five essential factors molding individual personality and affording a people more abundant living. While these processes functioning in balance achieve growth and progress, the neglect of any process can create individual and social pathology.

The need for Recreation and the benefits from Recreation are constantly increasing. Patterns of wholesome Recreation shaped into effective programs of activity constitute a must as a living force in a modern democratic society. The developments created in the years of this half century; newer interpretations of national defense; concepts of morale; the intriguing procedures of reconstruction, reconversion and rehabilitation have all created new demands. Add to these some of the many social forces of technology—labor-saving devices; monotony of machine work; elimination of children's chores; the demand for an economy of pleasure and security as opposed to an economy of drudgery; to offset high-powered specialization; the intricacies of urban dwelling; and the too often dull isolation of agrarianism, and we have an array of social forces testing leadership and programs. And the future, with its gifts from the sciences; yet undreamed of inventions and discoveries; newer means of communication and transportation; conquest of the drudgeries of life; the social demands for better health; advancing techniques of education; and the overwhelming forces that will bring added joy to life's sojourn indicates salient goals for achievement and adventure in Recreation.

The uses of Recreation as positive and preventive forces are steadily receiving increased attention. A number of situations are current at the

* This statement was presented to the Commission by Harold D. Meyer on his retirement as Director. The Commission voted to have it published as a part of the Biennial Report.

present time offering specific illustrations. There is the place of Recreation in the sum total picture of the proposals for physical fitness and mental hygiene. There is the national concern about the rise of crime and juvenile delinquency and the place of Recreation as an aid in its cure and prevention. The possibility of Recreation in reducing absenteeism and increasing the production of the industrial worker is inviting. And the fascinating use of Recreation in physical and mental therapy indicates unlimited opportunities. All of the aspects of the day nursery, nursery school and kindergarten create new techniques. Recreation for elders, whose numbers are constantly rising and will continue to grow, offer privileges of unique service. The dynamic surge of Youth in Teen Towns, and Teen Centers and Clubs demands constructive and positive approach and guidance. And the phase of recreation in the national economy as a producer of goods, an employer of people, and a spender of billions of dollars adds an intriguing aspect.

The factors **conditioning** Recreation are receiving increased attention. The social changes that have affected community life in modern society have conditioned both the quantity and the uses of leisure, and they are largely responsible for the almost universal demand for Recreation. The geographic setting and ecological factors are important. Natural resources, climatic conditions, topography, and geographic location are elements in the picture. The population situation must be considered as to its size and density; its physical and mental health; sex, age, race, and nationality, individuality, social mobility, population distribution, urbanization and ruralization. There are tremendous implications in the economic factors conditioning Recreation. Inventions and discoveries bringing an expansion of material culture—Technological development, machine-made leisure, occupational situations, wealth and income, and standards of living are basic to the community Recreation program. Educational policy, political set-up, and community organization also condition the possibilities and trends.

Recreation is closely allied with the fundamental social institutions—the family, the school, the church, the state and the community. Actions of these institutions toward Recreation and the influence of Recreation on the institutions are far-reaching in the control of individual personality growth and societal relationships. The objective of society and its institutions is the development and maintenance of an environment in which every individual may attain maximum individual and social growth. The individual does not exist in order to nourish institutional life, as has so often been assumed, but rather institutional and social organizations have evolved in order to meet the needs of the individuals in constantly changing social conditions.

Recreation illiteracy is dangerous. There are some times when this danger is even greater to the life of the individual and the well-being of society than educational illiteracy. Every emphasis should be given to mend the broken elements in the social order and to balance the recreation opportunities within unequal places. The misuse or abuse of recreation is becoming a problem of paramount importance. Today, when

modern civilization offers to every person the gifts of leisure, there is a real challenge to the ability of the individual or the group. Today everyone has the opportunity to enjoy a culture that in the yesteryears only a few enjoyed. And today, because of this gift of leisure, man also possesses the hours for quick destruction. While it is true that recreation is not the sole cure nor cause for disorganization, it contributes a major share in the sum total of constructive living. Our supreme task is to present to this nation a generation of recreationally literate people.

The community is the focal point of organized recreation. The primary function of the Commission is to serve the local community and through it the people of North Carolina. The entire staff procedure is geared to this service and recognizes the fact that through community organization recreation finds expression in action. The daily tasks of the Commission are woven into community channels and are designed to bring more abundant and wholesome recreation activities to the citizens of the State.

We have laid a great deal of emphasis on planning. Planning for recreation is the order of the day. Surveys, studies, inventories, and community analyses and interpretations are very pertinent to proper direction. Plans are the means of measuring the resources of a community, of centering attention upon possibilities and of charting a course for the future. Planning after all is figuring out the best ways to get the best results with the smallest expenditure of effort and money. Time and time again we have seen the fact demonstrated that in the setting of good plans recreation becomes fruitful and satisfying and makes its richest contribution as an essential phase of the public welfare. Every effort has been made to have our communities and our leadership conscious of the values of planning. Assisted by professional planners such as Charles M. Graves in Atlanta and Ellwood Allen in New York and many local engineers, architects, and designers this five-year period has seen a rich increase in community plans for recreation. The Commission has served more than 50 communities along this line and many of them possess both immediate and long range plans for the promotion of community recreation.

The past sixty years of recreation organization and administration has brought forth numerous structures. We believe that it has also clearly and definitely established a pattern of the **best way** and the Commission has followed this pattern in its cooperative effort with communities—the creation of a legal managing authority for recreation. A recreation board, commission, council or division, depending on the unit structure, created in its own right with established powers and duties and organized to give its full attention to the promotion of community recreation. We believe that this procedure is essential to obtain maximum results in the full meaning of what constitutes a community recreation program.

The Commission at all times has given to the state a broad concept of community recreation. It states over and over again that community recreation does not mean activities for a few chosen groups; nor a program only for boys and men or children and youth or our white citizenry; nor organized efforts only during the summer months; nor a program of

only one type of activity. Instead, it stresses the fact that a well-balanced community recreation program is for all the people, all ages, both sexes, all minority groups, throughout all the year and consisting of a well-balanced program of activities including arts and crafts, dramatics, dancing, music, reading and story-telling, nature and outing activities, social events and sports and games.

The Commission has always been conscious of the need to establish within community leadership the knowledge that sound finance is essential. A good program will cost money. We have attempted to create a belief in an adequately established financial structure for community recreation based upon the wishes of the people and their capacity to spend. It has been a policy of the Commission never to over accentuate the importance of recreation out of balance with the ability of the people to support it, nor have we desired to sell it cheaply. Community by community has studied this situation, set its house in order, and is moving forward with a constant increase in budgetary allotments and in proper proportion as the program of recreation relates to the sum total of community organization. On the other hand there are communities that cannot afford a well-organized program with trained leadership. There is a problem that squarely confronts the Commission and calls for study and planning. A policy of grants-in-aid may be the way forward. A few states and our neighbor Canada have already established procedure along this line with good results.

The Commission fully recognizes the significant place of the law in relation to recreation. The legislature has given North Carolina a fine state recreation enabling act—it stands with the best in the Nation. Its broad base, its powers and duties, its ways and means, offer to every community the road to constructive recreation action. While it is true that the Charlotte decision, of which most of you are familiar, has given North Carolina a difficult but challenging situation, our communities are finding a way to express within the law their recreation desires. Since this decision nineteen communities have noted to tax themselves for recreation, and we hope that within time we can bring to the attention of the Supreme Court of North Carolina a story that will assure to them the people's expression of recreation as an essential function of government. A program based upon sound law and functioning within the law is an essential of good administration.

The success of organized community recreation depends more upon its leaders than on any other factor. Quality leaders, trained and experienced, form the very foundation of a program. The Commission has followed a consistent policy of doing everything possible to assure communities of wholesome leadership. There is in this state at this time an excellent group of community recreation directors and staff members along with many professional leaders in private and commercial interests. It has been stimulating to watch the growth of these leaders in vision, initiative, and efficiency.

The State at this time has no requirements for professional certification of recreation workers. Each job opportunity is a matter of local choice

and employment. The time is not far off when the Commission, in cooperation with the recreation leadership of the State **must** establish a merit system or some type of civil service requirement. Recreation leadership is a profession and should demand professional recognition and status. The Commission is working very closely with a committee from the North Carolina Recreation Society on professional standards. A report will be forthcoming on this subject at the November meeting.

In order to advance the quality of our leadership the Commission has been constantly interested in training institutes, workshops, clinics and conferences. We have set up a ten-year training program for professional refresher courses and the development of volunteer leaders. By pursuing this training policy throughout the years, we will build here in North Carolina a large group of citizens who are qualified to assist professional leadership in enlarging the values of the program and in reaching the masses of our people. The Commission welcomes every opportunity to join with other agencies interested in recreation in promoting the training concept.

It is essential in order to assure good leadership that we look to its future supply. Hence, the Commission works diligently with our institutions of higher learning in urging them to build within their curricula opportunities for the training of recreation leaders. The All-University Division of Recreation of the University of North Carolina has established a major in recreation in each of its branches, at Chapel Hill, at North Carolina State in Raleigh, and at Woman's College in Greensboro. The North Carolina College in Durham has a recreation curriculum headed by Dr. A. E. Weatherford, Professor of Recreation. Wake Forest, Cullowhee, Appalachian, and E.C.T.C. are gradually increasing their training opportunities in the field of recreation and are moving toward majors or minors in this field. The opportunities for young people to obtain employment in the field of recreation are very bright and up to this time we have had little difficulty in placing accepted graduates. With the field growing as it is, there is no reason to expect any change in this policy.

One of the finest contributions of the commission has been its consultation service to communities. Meeting with informal committees to discuss primary steps, consulting with municipal managing authorities, presenting the case for community recreation before community clubs of all types, working with leaders on area and facility problems, advising about proper recreation equipment, assisting in formulating activity programs of all types, proposing balanced program opportunities, working to make equal the unequal places in the recreation structure along with many other types of specialized services constitute our major job. The Commission has served practically every North Carolina community, of any size, one way or the other through consultation. The past five years have found our staff going into every area of the State time and time again working with communities. Nothing is more stimulating and thrilling than to work with community organization and see it bud into reality. We could present story after story, telling of the development of community action for recreation.

One of the policies which the Commission has adopted and to which we can say we have followed closely is in the matter of our correspondence with community agencies, organizations, and individuals not only within North Carolina but with every state in the Nation and with many foreign countries. Every request is answered. If we do not have the answer available we make an attempt to obtain the proper answer, direct the request to where it might obtain the answer, or present our judgment as we think best. In the five-year period we have seen a constant stream of mail come into the Raleigh and Chapel Hill offices with requests of all types, varying from the decision to know how to play a specific game to the call for an entire study of a community. Our files are in order and we are building up the story of recreation in community after community as our services increase.

While the Commission has given most of its time in direct services we have attempted through knowledge and experiences gained to build up a fine library of printed material available for community use. Beginning with our Twenty-Point Program, we now offer to the citizens a well established and growing library of books, pamphlets, leaflets and other source material. We have around 50 mimeographed sources and literally thousands of items filed for use. This is a very important and essential service of the Commission. It must build and grow as the years go by. The Commission must keep up with every new idea and with all new source materials. Out of its experience it creates, writes, and publishes material, thus bringing to the citizens authoritative information based upon sound practice.

Throughout these years we have witnessed the need for recreation research. The field needs to discover much about itself and master its structural factors and functions. Recreation demands increased critical, intensive, and exhaustive study in order to improve its techniques. While the Commission by both its staff and budgetary limitations has not been able to do effective research it has laid the foundation. It knows much to be done. It challenges our institutions of higher learning to plunge into this field and search for the facts. It cries out to the foundations to recognize the field of recreation and give us funds with which we can properly implement research. Through the years we have made some progress. We have some fine inventories of recreation within the State—municipal recreation; camping; a few sample church studies; a survey of industrial recreation; techniques of public relations and publicity, and recreation in our state institutions for dependents, defectives and delinquents. This is but a beginning. The door must be opened for more adventure. There is the realm of activities, the place of the audio-visual aids in recreation, evaluation of programs, determining personal qualifications, concept analyses, human values in recreation, and on and on.

The services of the Commission are not at all limited to the public recreation field. The Commission has had a policy since its beginning that recreation functions on three levels, public, private, and commercial, and it has rendered extensive services to all three. While it is very natural and logical that public recreation be given concentrated effort, other fields are served.

The industrial world of North Carolina is continually indicating increased interest in recreation. Management along with labor organizations and industrial associations join in promoting recreation. Employer and employee are cooperating with the community in providing recreation opportunities for the workers and their families. Recreation as an adjunct of industrial life plays an increasingly important part in assisting to alleviate some of the problems of industry as well as bring to it all the positive aspects. All members of the staff serve in this field, and one member gives special attention to it. It is inevitable that a full-time worker be assigned to industrial recreation. Some 40 plants now sponsor full-time programs and a number of others work closely with the community program. The Commission is in constant cooperation with the National Industrial Recreation Association, the Industrial Division of the North Carolina Recreation Society, and individual plants and their leadership.

A very fascinating development in recreation has taken place in the realm of the church. One of the earliest surveys made by the Commission was in this field. Recreation is assuming an increasingly important role in the program of the church. There is abundant evidence that recreation is a large factor in developing church fellowship. The Commission has participated in a number of training institutes sponsored by church groups and has assisted a number of churches in relation to leadership, areas, and facilities.

The field of recreation for rural life has for years been a challenging and difficult problem. While it is true that there are a number of activities creating progress such as the forces of the Agricultural Extension Service, the consolidated rural school, various farm groups and organizations, along with services from the urban field, the problem still remains as the number one problem facing the Commission.

We believe out of long study and experience we have the pattern—county organization. Health, education, and welfare have long been serving rural life through this plan of administration. It should succeed for recreation. A number of counties such as Wayne, Yancey, and Pasquotank have made some advanced steps, but Nash County is the first to establish a legal county recreation authority, set up administration, provide leadership, and promote a program. If this experiment is successful, and it must succeed—then we believe many other counties will follow along and the movement will grow.

As a force in this direction is the work of our Commission in relation to towns and villages. There are about 175 communities in the State that are in this category. A member of the field staff has been assigned full-time work with these communities. Conferences have been held in Scotland Neck, Rich Square, Dallas, Lowell, and Lumberton, bringing together communities adjacent to the area. Unusual interest has been manifested, and the follow-up is very effective. It is planned to continue these conferences throughout the State. This should form a sound background for county development and be an important solution of recreation for rural life.

One of the most stimulating adventures in modern recreation is with the hospital group. Led by the work of the Veteran's Administration and the American Red Cross impetus has been given to bringing recreation to the hospital and studying the place of recreation as a therapeutic process. Recreation is finding a significant place with the physically handicapped and mentally defective and diseased. There is an awakening recognition of the place of recreation for both the pleasure of the patient in convalescing and the therapeutic value in treatment. The Commission is working closely with the Veteran's Administration leadership in the State, the regional and local leadership of the American Red Cross, and our state institutions for the physically and mentally handicapped along with private agencies interested in this work. Here is a field of excellent research and of unlimited potentialities. Both the American Medical Association and the American Psychiatric Society have entered this field and are rendering leadership for research and understanding.

The field of commercial recreation continues to grow. Scattered over the State we find a network of good motion picture houses, bowling alleys, skating rinks and theaters. Whenever a large number of people demand special forms of recreation which can be standardized and offered at a price within reach of the majority, commercial recreation develops. Such recreation has a large and legitimate place in satisfying leisure demands and interests. The chief problem here is one of regulation and attitude—regulation on the part of authority and management and proper attitude on the part of the people. There is no reason why commercial recreation should not continue to grow and flourish throughout the State. The mountain area, the Piedmont and our coastal plain offer a veritable playground for our people. Free enterprise is a basic principle in our democratic society, and every effort should be made to protect it and advance it for the best interest of all the people. The Commission from its very beginning has recognized the place of commercial recreation in the sum total picture and has cooperated with the commercial recreation leadership in furthering its interests.

A very significant force for recreation throughout the State is found in our youth serving agencies. Here many public and private agencies function. A policy of the Commission has been to work with all groups interested in children and youth. We believe there is a place for every organization of this type to serve in North Carolina. The Commission through its staff and representatives on the Advisory Committee are in close touch with most of the youth agencies operating in this state. By representation on national boards and councils, through service to training institutes, work in consultation with leadership, and especially with the work done on the preventive side, the Commission has rendered to the State good account with these agencies.

One of the finest contributions the Commission has made has been through its cooperative services with state agencies and organizations. We have a clear policy of making every effort to serve all organizations and have these groups integrate their recreation interests and activities for maximum results.

The Commission has as a part of its administrative setup a group of consultants from federal and national agencies, state agencies and state organizations. A representative from each agency or organization is on our staff of consultants and the Commission works closely with each one relative to recreation developments and special interests. At the present time the Agricultural Extension Service, Children's Bureau, Federal Security Agency, Federal Works Agency, the National Parks Service, the United States Forest Service, Veteran's Administration and Tennessee Valley Authority have designated representatives. The American Red Cross and the National Recreation Association have representation. In North Carolina in addition to the three state departments, Public Instruction, Public Welfare, and Conservation and Development, acting as ex-officio membership to the Commission, we have relationships with the Department of Agriculture, the State Department of Archives and History, the Department of Labor, the State Board of Health, the State Highway Commission, the North Carolina Symphony, the Institute of Government, and the Wildlife Resources Commission. We work closely with and serve such state organizations as the North Carolina Association of Public Welfare Superintendents, the North Carolina League of Municipalities, the North Carolina Conference of Social Service, the State Congress of Parents and Teachers, the Junior Chamber of Commerce, the Junior League, the Grange, and many of the service clubs, such as Rotary, Kiwanis, Pilot, and the like.

Here is a field of public relations of untold value. Here is an opportunity to tell the story of recreation, to have an understanding citizenship and to serve specialized interests. The Commission welcomes its relationships to these groups. They have added a great deal to the richness of our program, and we believe we have made constructive contributions to them.

The historical fact that North Carolina was the first state in the Union to establish a state recreation commission carries with it a responsibility. Throughout the entire nation, state after state are becoming interested in recreation on the state level. Governors are appointing committees; recreation leadership assigning study projects; citizen groups formulating programs; all designed to develop a pattern of recreation fitting to its environment and administrative structure. It must be truly stated that the North Carolina pattern has worked. The results of the program tell the story. Due to this fact, the Commission has been called upon by more than twenty-seven states to give consultation service and in other ways guide those states in their thinking. Vermont, California and Washington, in the order mentioned, have established state recreation commissions. New Jersey, Pennsylvania, Indiana, Iowa, Ohio, and some of the other states are now working definitely on legislation. This responsibility and leadership must be accepted by our Commission and every service rendered to help the other states develop along the pattern we have designed. May we prophesy that within ten years, practically every state in this Union will have a state agency sponsoring recreation. This is inevitable.

North Carolina has assisted many of the other states in other ways,

such as sending information, assisting in the conducting of institutes and workshops, giving program consultation service, and working with financial problems.

This assistance has gone beyond the domains of the United States. We understand that the state of Israel has set up a pattern for national recreation very similar to North Carolina. The Director was Chairman of the first International Recreation Conference held under the leadership of the United Nations and sponsored by the International Labor Office. We have had correspondence with some thirteen foreign countries in the past five years, sending material, kits of information, consultation service, and by visitation. It is to be noted that a member of the staff has made two trips to Canada and that many of the developments there have grown out of this cooperative interest.

Following World War II, the North Carolina Recreation Committee was instrumental in furthering the establishment of the North Carolina Recreation Commission and the North Carolina Recreation Society. The Commission and the Society, while two separate organizations, are very closely related. The professional-fellowship group bringing together all of the workers in the field of recreation stands strongly with the Commission and the Commission works day in and day out on problems of common interest for the welfare of the Society. Its staff members have served as officers, members of the Executive Committee, coordinator of the yearly conference, program chairman for this conference, editor of the official organ—*The North Carolina Recreation Review*—on various sub-committees, and in other ways working closely with the membership. We sponsor jointly the training program, the annual conference, studies and projects, and the *Recreation Review*. It is to be hoped that this close integration will always be a reality. The state agency working with the professional-fellowship group in harmony, in understanding, and in efficiency, can give maximum results to the field of endeavor. Too, the professional-fellowship group, as it understands the work of the Commission and knows so well that all of the work of the Commission is centered in promoting common interests, has stood firmly with the Commission.

One of the unique features of the North Carolina Recreation Commission is its Advisory Committee. In the law establishing the Commission it states that "the Governor shall name a Recreation Advisory Committee consisting of thirty members who shall serve for a term of two years. Members of the Committee shall represent, insofar as feasible, all groups and phases of beneficial recreation in the State." A study of the structure of this Committee will indicate its potential values. Due to the lack of staff membership and time, we have in no way unfolded the possibilities of this Committee and its influence on recreation throughout the State. Possibly a staff member should be appointed to give full-time to work with members of this Committee and their sub-committees dealing with specialized interests established and functioning for recreation, one can readily see all of the values that might accrue within a period of

the next five years. The fact of having the Committee and the fact of the work that many of its members have done indicates its value.

The future of our work stands before us. Its potentials are absolutely unlimited. Let nothing ever steer us away from the definite challenges ahead and the clear road of procedure. We know the way. We know that recreation is important enough in this Nation and in this State to demand the service of this type of agency for all time. The first five years have been a stimulating adventure—busy in action, the molding of policies, the creating of new endeavors, the making of many mistakes and errors, along with many practical and direct services to the people. May the Commission and the staff, along with the professional recreation leadership, find continued adventure in bringing to all of the citizens of North Carolina more abundant and wholesome recreation opportunities.

A Twenty-Point Recreation Program for North Carolina

(Adopted by The North Carolina Recreation Commission, October 1945)

That Recreation may take its place in the life of the citizens of North Carolina, in proper proportions, through wholesome activities and with planning for immediate and future needs, we adopt this twenty-point program as a basis of procedure.

In presenting this program we have kept in mind the following general principles. 1. That anything and everything that is done should be based on the local level—the enrichment and advancement of recreation in our local communities. 2. That we are interested in the full participation of all our people—children, youth, adults and elders, and folk of all economic and social strata. 3. That we insure our citizens of the Negro race a fuller and more abundant share of all the fields of Recreation. 4. That we stress the utilization of the talents of our folk and our natural resources in the development of facilities and activities. 5. That the program function through all types of agencies—public, private and commercial—the sum total of which brings abundant and constructive activities; and 6. That we recognize recreation as an essential force in the life of the people of the State and wish to find it in proper proportions and correlated with the sum total of community organization.

1. **Natural Resources.** To promote a keener interest in and a wider use of our national parks and forests, our state parks and forests, our hunting and fishing preserves, and our recreation parkways; to increase the number of these areas and to work in full cooperation with our State Department of Conservation and Development.

2. **Camping.** To encourage our natural areas for camping purposes; to stimulate all types of camping—public, semi-public, and private; to

stress the values of camping and aid those forces attempting to bring camping opportunities within the financial range of the masses of our folk.

3. Areas and Facilities. To inventory the State as to its available areas and facilities—play lots, neighborhood playgrounds, play fields, reservations, community centers, athletic areas, materials and special interest facilities—and to do everything possible to increase these areas and facilities to meet required and continually growing needs.

4. Recreation Committees. To have a legally recognized Recreation set-up in every incorporated community in North Carolina and county-wide units where necessary.

5. Training. To establish opportunities for the training of both professional and volunteer Recreation leaders—through college and university courses of study, institutes and conferences, correspondence courses in-service centers, and through the dissemination of all types of printed matter relating to Recreation. To aid all local communities regarding personnel problems.

6. Athletics, Sports and Games. To stimulate athletics, sports and games for individuals and groups—through wholesome competition and cooperative activities; contests of all types; sports events; play days and festivals; tournaments and leagues; to encourage sportsmanship by every possible means and to further the building of adequate facilities, indoors and out-of-doors, to meet increasing demands.

7. Music. To further the State's interest in music—both vocal and instrumental, increasing the number of choruses, choirs, sings, bands, orchestras and individual musical talents. Especially to promote community singing; to encourage the organization of community life for music appreciation; to continue to cooperate with the forces of education to raise the standards of music in public schools; and to further the good work of the North Carolina Symphony.

8. Dramatic Arts. In close cooperation with the Carolina Dramatic Association, to enlarge the sphere of its interests—the writing of plays, the production of plays, lighting, costuming and scenery for plays; to promote the Little Theatre Movement and arouse a statewide interest in North Carolina as a reservoir of dramatic materials of all types—plays, players and writers.

9. Arts and Crafts.

a. **Fine Arts.** To facilitate the enjoyment and appreciation of the Fine Arts (painting, sculpture and graphic arts) by encouraging the use and establishment of local museums and galleries. Creative activity is made possible in such places as schools, workshops and studio, often connected with these galleries.

b. **Crafts.** To develop native talent and materials and avocational interests, bringing satisfaction to individuals and groups through creative achievement in various crafts such as weaving, carving, pottery, basketry, and the like.

10. Festival Days. To develop an appreciation of our national, state and local holidays—patriotic, religious and topical—that lend themselves to a fuller expression of our folkways through festival occasions—the pageantry of the yesteryears, today, and the hopes of tomorrow; to promote a wider use of our Historical Parks, Military Parks, Battlefield Sites, Historic Sites, Monuments and Memorials for Recreation purposes.

11. Relations with Federal and Other State Agencies. Since many federal agencies are interested in Recreation it is our aim: to promote complete cooperation with and understanding of these groups, that our State may benefit from them to the fullest; to work hand in hand with all our state departments directly interested in Recreation so as to gain a fuller coordination and correlation of efforts.

12. Commercial Recreation. To encourage, stimulate and cooperate with all commercial types of Recreation that are wholesome in nature—motion pictures, radio, sports, theatre, and the like; to war against the negative forces of Recreation through practical and realistic approaches to the problems and through furthering more wholesome activities.

13. Recreation and Church. To aid every religious group of all faiths—Protestantism, Catholicism or Judism—in making Recreation a constructive adjunct in the religious life of the people of North Carolina through positive and dynamic programs, sincerely respecting the right of each group and its leadership to interpret wholesome Recreation in its own way.

14. Institutional Recreation. That those folk of the State—dependents, delinquents, defectives and degenerates—residing in our State institutions may have wholesome programs of Recreation through adequate areas and facilities, leadership and activities, to make Recreation an essential force in the program of rehabilitation in each of these institutions.

15. Industrial Recreation. With a full appreciation of the laborer in North Carolina and his right to the enjoyment of wholesome Recreation pursuits, to have well established programs adequate to meet the needs of the situation.

16. Rural Life. To make every effort to bring wholesome Recreation within the reach of all our rural population—a challenging task; to cooperate with all the forces of Agriculture—the Grange, 4-H Clubs, Extension activities of federal, state, county and local agents, through the rural school and rural church, and through every other available source that progress may be achieved.

17. Recreation and the Schools. Since one of the most important forces for Recreation in our State, especially in the small town and village throughout our rural area, is the school it is our aim: to cooperate with the State Department of Public Instruction in its program of Recreation for pupil, teacher and parent; to encourage a wider utilization of the school plant for community life; to stimulate in every possible way the

program of physical fitness in and out of school; and to promote the community center concept in the architectural development of future buildings.

18. Tourist Recreation. To see North Carolina as one of the playgrounds of this Nation—our mountains, our coast line and our sandhills,—a haven for Recreational enjoyment,—the Great Smokies, the Blue Ridge Parkway, the resorts of seashore and sandhill and the historical places of interest along with the opportunities of hunting, fishing and camping throughout the entire State,—to work with the State Advertising Agency in this field.

19. Finances and Legislation. To utilize available sources of financial aid; to encourage sound budgets; to aid in wise spending; and to indicate to the people of the State the necessity of granting liberal funds for Recreation programs. To study the laws of the State relating to Recreation and build the program of Recreation in North Carolina upon a sound legal foundation.

20. Leadership. All aspects of Recreation development depend upon leadership. Knowledge of the individual, appreciation of community living, an understanding of the skills, ability in administration and organization, and a love of the job to be done are essential qualities in good leadership. To build for better leadership through preparation and constant training, and to bring into the profession an ever-increasing number of effective leaders is a goal to achieve.

Legislation

COMMISSION BILL

S.B. 140—An Act to Create a State Recreation Commission.

Whereas, the contribution of recreation to the health, education, economy and general welfare of the people has become universally recognized and accepted; and

Whereas, the lack of recreational opportunities for persons in the armed services, as well as civilians, became apparent shortly after the United States entered the war; and

Whereas, under authority of Public Laws one thousand nine hundred and forty-three, Chapter seven hundred and six, conferring upon the Governor certain emergency war powers, a recreation committee was established in June, one thousand nine hundred and forty-three, to meet this pressing need in North Carolina; and

Whereas, experience gained by this emergency committee has shown the immediate need for a state recreation commission; Now, therefore, the General Assembly of North Carolina do enact

Section 1. Recreation Commission.—There is hereby created an agency to be known as the North Carolina Recreation Commission.

Sec. 2. Definitions.—(1) RECREATION, for the purposes of this Act, is defined to mean those activities which are diversionary in character and which aid in promoting entertainment, pleasure, relaxation, instruction, and other physical, mental, and cultural developments and experiences of a leisure-time nature.

(2) COMMISSION means the North Carolina Recreation Commission.

(3) COMMITTEE means the Advisory Recreation Committee.

Sec. 3. Membership of Recreation Commission; term.—(1) The Recreation Commission shall consist of seven members, appointed by the Governor, and the Governor, Superintendent of Public Instruction, Commissioner of Public Welfare and Director of the Department of Conservation and Development as members ex officio.

(2) In making appointments to the commission, the Governor shall choose persons, in so far as possible, who understand the recreational interests of rural areas, municipalities, private membership groups and commercial enterprises. The commission shall elect, with the approval of the Governor, one member to act as chairman. At least one member of the commission shall be a woman, and at least one member shall be a Negro. A majority of the commission shall constitute a quorum, but only when at least four of the appointed members are present.

(3) For the initial term of the appointed members of the Commission, one shall be appointed for a term of one year, one for a term of two years, one for a term of three years, one for a term of four years, one for a term of five years, and two for a term of six years; and thereafter, the successor of each member shall be appointed for a term of four years and until his successor is appointed and qualified.

(4) Any appointed member of the commission may be removed by the Governor.

(5) Vacancies in the commission shall be filled by the Governor for the unexpired term.

(6) The commission shall meet quarterly in January, April, July, and October, on a date to be fixed by the chairman. The commission may be convoked at such other times as the Governor or chairman may deem necessary.

(7) Members of the commission shall receive reasonable travel and maintenance expenses while attending meetings, but they shall not be reimbursed for travel and maintenance expenses for longer than four days for any one meeting.

Sec. 4. Duties of the Commission.—It shall be the duty of the commission:

(1) To study and appraise recreational needs of the State and to assemble and disseminate information relative to recreation.

(2) To cooperate in the promotion and organization of local recreational systems for counties, municipalities, townships, and other political

sub-divisions of the State, and to aid them in designing and laying out recreational areas and facilities, and to advise them in the planning and financing of recreational programs.

(3) To aid in recruiting, training, and placing recreation workers, and promote recreation institutes and conferences.

(4) To establish and promote recreational standards.

(5) To cooperate with State and Federal Agencies, the Recreation Advisory Committee, private membership groups, and with commercial recreational interests, in the promotion of recreational opportunities.

(6) To submit a biennial report of its activities to the Governor.

Sec. 5. Powers of Commission.—The commission is hereby authorized:

(1) To make rules and regulations for the proper administration of its duties.

(2) To accept any grant of funds made by the United States, or any agency thereof, for the purpose of carrying out any of its functions.

(3) To accept gifts, bequests, devises and endowments. The funds, if given as an endowment, shall be invested in such securities as designated by the donor, or, if there is no designation, in those in which the State Sinking Fund may be invested. All such gifts, bequests, devises and all proceeds from such invested endowments, shall be used for carrying out the purpose for which they are made.

(4) To administer all funds available to the commission.

(5) To act jointly, when advisable, with any other State agency, institution, department, board or commission in order to carry out the recreation commission's objectives and responsibilities. No activity of the commission, however, shall be allowed to interfere with the work of any other State agency.

(6) To employ, with the approval of the Governor, an executive director, and upon the recommendation of the executive director such other persons as may be needed to carry out the provisions of this Act. The executive director shall act as secretary to the commission.

Sec. 6. Advisory Committee.—The Governor shall name a Recreation Advisory Committee consisting of thirty members who shall serve for a term of two years. The Governor shall name one member to act as a chairman of the committee. Vacancies occurring on the committee shall be filled by the Governor for the unexpired term.

Members of the committee shall represent, in so far as feasible, all groups and phases of beneficial recreation in the State.

The committee shall meet once each year with the Recreation Commission at a time and place to be fixed by the Governor. Members of the committee shall serve without compensation.

The committee shall act in an advisory capacity to the Recreation Commission, discuss recreational needs of the State, exchange ideas, and make to the commission recommendations for the advancement of recreational opportunities.

Sec. 7. If any provision of this Act, or the application thereof, is held invalid, such invalidity shall not affect other provisions or applications of this Act, and to this end the provisions of this Act are declared to be severable.

Sec. 8. This Act shall be in full force and effect from and after its ratification.

In the General Assembly, read three times and ratified this the 19th day of March, 1945.

RECREATION ENABLING LAW

H.B. 838— An Act to Rewrite Article 12 of Chapter 160 of the General Statutes of North Carolina, Authorizing the Governing Bodies of the State's Political Subdivisions to Establish and Provide for a Recreation System.

The General Assembly of North Carolina do enact:

Section 1. Article twelve of Chapter one hundred and sixty of the General Statutes of North Carolina is hereby rewritten to read as follows:

Art. 12. Recreation System and Playgrounds.

Sec. 160-155. **Title.**—This article shall be known and may be cited as the "Recreation Enabling Law."

Sec. 160-156. **Declaration of State Public Policy.**—As a guide to the interpretation and application of this article, the policy of this State is declared to be as follows:

The lack of adequate recreational programs and facilities is a menace to the morals, happiness and welfare of the people of this State in times of peace as well as in times of war. Making available recreational opportunities for citizens of all age is a subject of general interest and concern, and a function requiring appropriate action by the governing bodies of the several political and educational subdivisions of the State. The legislature, therefore, declares that in its considered judgment the public good and the general welfare of the citizens of this State require an adequate recreation program and that the creation, establishment and operation of a recreation system is a governmental function and a necessary expense as defined by Article VII, Section seven, of the Constitution of North Carolina.

Sec. 160-157. **Definitions.**—(1) Recreation, for the purposes of this article, is defined to mean those activities which are diversionary in character and which aid in promoting entertainment, pleasure, relaxation, instruction and other physical, mental, and cultural developments and experiences of a leisuretime nature.

(2) Unit, for the purposes of this article, means county, city and town.

Sec. 160-158. Powers.—The governing body of any unit, as defined in Section 160-157, may exercise the following powers for recreational purposes:

(1) Establish and conduct a system of supervised recreation for such unit.

(2) Set apart for use as parks or playgrounds, recreational centers or facilities, any land or buildings owned by or leased to such unit and may improve and equip such lands or buildings.

(3) Acquire lands or buildings by gift, purchase, lease or loan, or by condemnation as provided by Chapter forty, eminent domain, of the General Statutes.

(4) Accept any gift or bequest of money, or other personal property, or any donation to be applied principal or income for recreational use.

(5) Provide, construct, equip, operate and maintain parks, playgrounds, recreation centers and recreation facilities, and all buildings and structures necessary or useful in connection therewith.

(6) Appropriate funds for the purpose of carrying out the provisions of this article.

Sec. 160-159. Funds.—If the governing body of any unit, as defined in Section 160-157, finds it necessary for the purpose of carrying out the provisions of this article, the governing body is hereby authorized to call a special election without a petition for that purpose as provided by Section 160-163, and submit as therein provided to the qualified voters of said unit the question of whether or not a special tax shall be levied and/or bonds issued for the purpose of acquiring lands for parks, playgrounds and buildings, and the improvement thereof, and for equipping and operating same.

Sec. 160-160. System Conducted by Unit or Recreation Board.—If a recreational system is established, it may be conducted by the unit as any other department of the unit is conducted, or if the governing body of the unit determines that it is for the best interest of the system that it be supervised and directed by a recreation board or commission, then such governing body may create such board or commission by ordinance or resolution to be known as the "Recreation Board or Commission of the unit," and may vest such board or commission with the authority to provide, maintain, conduct and operate the recreational system with authority to employ directors, supervisors and play leaders and such other officers or employees as may be deemed best within the budget provided for the commission or board by the unit or from other funds in the hands of the commission or board. The board or commission may be vested with such powers and duties as to the governing body may seem proper.

Sec. 160-161. Appointment of Members to Board.—The board or commission shall be appointed by the governing body of the unit and shall consist of ten members, four of whom shall be ex-officio members, one of

whom shall represent the governing body of the unit, one the school system serving the unit, one the welfare department serving the unit, and one the health department serving the unit. The ex-officio members shall serve and have the same powers and duties as other members. Six members shall be appointed to represent the public-at-large, two of whom shall be appointed for a term of one year; two for a term of two years; and two for a term of three years. Upon the expiration of their original terms of office each succeeding term shall be for three years but no member-at-large shall immediately succeed himself beyond two consecutive terms and no ex-officio member shall serve beyond the term of the office he represents or serve continuously to exceed six years. The members shall serve without compensation. Vacancies in the board or commission shall be filled for the unexpired term by appointment of the governing body of the unit. The recreation board or commission at its first meeting shall appoint a chairman and such other officers as may be deemed proper for the conduct of its business, and shall adopt rules and regulations to govern its procedure. Rules and regulations may be adopted from time to time for the purpose of governing the use of the parks, playgrounds, recreation centers and facilities.

Sec. 160-162. Power to Accept Gifts and Hold Property.—The recreation board or commission may accept any grant, lease, loan or devise of real estate or any gift or bequest of money or other personal property, or any donation to be applied, principal or income, for either temporary, immediate or permanent recreational use; but if the acceptance of any grant or devise of real estate, or gift or bequest of money or other personal property will subject the unit to expense for improvement or maintenance, the acceptance thereof shall be subject to the approval of the governing body of such unit. Lands or devises, gifts or bequests, may be accepted and held subject to the terms under which such land or devise, gift or bequest is made, given or received.

Sec. 160-163. Petition for Establishment of System and Levy of Tax; Election.—A petition signed by at least fifteen percent of the qualified and registered voters in the unit may be filed in the office of the clerk or other proper officer of such unit requesting the governing body of such unit to do any one or all of the following things:

(1) Provide, establish, maintain and conduct a supervised recreation system for the unit.

(2) Levy an annual tax of not less than three cents (3c) nor more than ten cents (10c) on each one hundred dollars of assessed valuation of the taxable property within such unit for providing, conducting and maintaining a supervised recreation system.

(3) Issue bonds of the unit in an amount specified therein and levy a tax for the payment thereof, for the purpose of acquiring, improving and equipping lands or buildings or both for parks, playgrounds, recreation centers and other recreational facilities.

When the petition is filed, it shall be the duty of the governing body of such unit to cause the question petitioned for to be submitted to the voters at a special election to be held in such unit within ninety days from

the date of the filing, which election shall be held as now provided by law for the holding of general elections in such units, except in all such elections a special registration shall be provided.

If the proposition submitted at such election shall receive a majority vote of the qualified registered electors at such election, the governing body of the unit shall, by appropriate ordinance or resolution, put into effect such proposition as soon as practicable.

Sec. 160-164. Joint Playgrounds or Neighborhood Recreation Centers.—Any two or more units may jointly provide and establish, operate and conduct and maintain a supervised recreation system and acquire, operate, improve and maintain property, both real and personal, for parks, playgrounds, recreation centers and other recreation facilities and activities, the expense thereof to be proportioned between the units participating as may to them seem just and proper.

Sec. 2 All laws or parts of laws inconsistent herewith are hereby repealed: Provided, that nothing in this Act shall have the effect of replacing Public-Local or Private acts creating or authorizing the creation of any recreational system by a unit or relating to the management thereof.

Sec. 3. This Act shall be in full force and effect from and after its ratification.

In the General Assembly read three times and ratified this the 31st day of March, 1945.

SUPPLEMENT *

A Midcentury Declaration of Recreation Policy

By the National Recreation Policies Committee

Human progress throughout the ages is rarely interpreted in terms of the deeper meaning to the individual of time. There has been a pre-occupation with economic and industrial values. The span of life for the individual in enlightened countries has been expanded by the application of science and technology. The discovery of power, the genius for invention, and the capacity for effective organization have created in America a condition of universal leisure. No longer is leisure the privilege solely of those who possess wealth and who need not labor because of human necessity nor of the indolent who choose not to work. The nature of our economic organization automatically endows everyone with leisure in the sense of time left over after the compulsory activities of day-to-day living are attended to. What shall it profit mankind if it shall gain time but fail to utilize it for the enrichment of living?

The vast number of activities which occupy this leisure are termed recreation. As the condition of universal leisure has developed, even within the last century, and more rapidly in the recent half century, the recreation activities of the people have grown in number and complexity. Inventive genius and organizational skill which have expanded our industry have been applied to our means of recreation as well. The complexity and multiplicity of recreation activities of today stand out in amazing contrast to the simple folk activities in the limited leisure of a century ago. They are not generically different since all are based upon the same human capacities for expression, but they are larger in number and more ingeniously complicated in form.

Another phenomenon, with which we are concerned by a retrospective view of a half century, and one which has the most important social implications, is that recreation has also changed in its function and increased in its educational significance. Formerly the function of recreation was primarily to provide relaxation and refreshment from toil. For children, play was a natural method of education, but most children entered the labor market early and for those who prematurely were required to work, play served as a means of relaxation and refreshment. Work tended to satisfy the creative human instincts because it was varied and not highly specialized. In this age of industrial organization and high specialization for the majority of people, recreation becomes more important as a means of creative living. Man now becomes acquainted with his natural environment more through recreation than through the necessities of survival. Only recently have we tended to recognize these facts and to begin to plan for the organization of recreation as an instrument of liberal education and as a method for the promotion of the general welfare.

It is appropriate now that we should appreciate the role of recreation in American life and ascertain whether, as a people, we are achieving the benefits which potentially the new leisure and recreation may confer. On the positive side it is well recognized that the physical education of the people is largely accomplished through their participation in recreational activities. The developmental objectives of physical education in strength, skill, and endurance are primarily achieved through the vigorous play of childhood and participation in well ordered recreation sports and contests adapted to the needs of the individual. The establishment of emotional balance and the acquirement of the ability to respond acceptably to environmental stimuli and the ability to live creatively are enhanced through recreation experience. The adjustment of the individual to social situations, development of skill in human relationships,

* The National Recreation Policies Committee has issued this statement as a nation-wide declaration of recreation policies. It fits very closely into the general policies of the North Carolina Recreation Commission. It is attached to this report for informative reading on recreation and indicates clearly what we are attempting to do in our work. Harold D. Meyer, former Director of the Commission, is a member of this Committee.

cultivation of tolerance and understanding, and emergence of qualities of leadership as well as discipline in group membership may be outcomes of recreational participation.

Recreation in a sense is a fortress of our precious freedom. In an age of high organization the activities of economic and industrial life, including performance of civic duties and military service, are accompanied necessarily by regimentation of people. Recreation in striking contrast is free from regimentation and coercion. The free and voluntary character of our recreational life is an antidote and a saving grace. In leisure people are free to give play to their imaginative impulses. They may voluntarily choose the activities through which they may pursue happiness. There are no compulsions, even though people often yield themselves to the enticements and blandishments of others. The free spirit may be oblivious of others or may join with others in cooperative enterprises. He may persist in or break off these relationships as he chooses. He may live complacently or creatively, according to the drives of his inner nature. He may expand and multiply his capacities for human expression in his recreation life to the extent that he purposes to do so. In short, he may use them in leisure and as a way to the full enjoyment of "the abundant life," as the "bridge to eternity," or alternatively he may succumb to lassitude and be content with a life of commonplace and ordinary existence.

One of the most prized possessions of any people is the culture which has been built progressively through the ages. Leisure and recreation have always been a dynamic force for the development of national culture. The music, art, literature, drama, and sports of a people are an edifice built upon the activities which have become traditional in the leisure of the people. In America our leisure time culture is unique in many respects. It is a true expression of the folk life of our people, built upon the contributions brought from many other lands.

Because of our national wealth, our extraordinary natural resources, our unprecedented capacity for production of things, the rebirth of human aspirations in a new environment, the universalization of leisure, and freedom of expression, all of which have characterized our national life, we may anticipate cultural development heretofore only dreamed of. The goal of a "more abundant life" is within the grasp of the American people if they can be brought to appreciate the recreation heritage which is theirs and the opportunities to utilize leisure for the improvement of the quality of living and for the "pursuit of happiness."

It is therefore of the utmost importance that we should inquire into what relationships there should be between recreation and our organized civic life and what responsibility for recreation properly devolves upon voluntary agencies and upon government, either through public education or through agencies which derive their authority by common consent or through the exercise of the police power.

For those who are capable of taking a long view of social progress, the time is propitious now, at the turn of the half century, to contemplate

the potentialities of the new leisure and, appreciating our neglect in the past in planning and organizing leisure, to lay plans for the years ahead. Certain needs are apparent and measures to meet them should be the concern of thoughtful citizens, educators, and statesmen. The following is suggested as a list of the more important of these needs:

(1) A restatement of the nature and function of recreation, especially in the modern industrial era and consonant with the principles of democracy as a way of life. Literature bearing upon the subject of recreation is of a past age. The implications of the new leisure and of correlative changes in the mode of living should challenge the best minds in the nation and bring forth a basic philosophy upon which to plan.

(2) Continued conservation of the natural resources of the nation, which may be utilized as one of their highest purposes for qualitative recreation for all the people. These resources include our forests, mountains, waterways, beaches, places of inspiring natural beauty, historic sites, and wild life.

(3) Formulation of a national policy concerning leisure and recreation. There is a need for a national agency that may guide the formulation of such a policy, enlist the leadership of the nation, alert the people to the purposes and functions of recreation, and engage in social planning toward the beneficial use of leisure. Such an agency would appraise the physical and human resources of the nation which may be utilized toward the enrichment of leisure and assist in the spreading of the benefits of these resources to all the people.

(4) Establishment of similar agencies and policies in each of the states of the union for the same purposes.

(5) Creation of local government agencies in urban and rural areas to organize the local public resources in lands and structures and the cultural traditions and leadership for a better recreational life.

(6) Education for recreation of all children through the public and private schools and educational opportunities in recreation for the adult public as well.

(7) Encouragement of voluntary community recreation agencies in every community to utilize recreation activities effectively for an integrated and happy community life and for the development of good citizenship, all in accordance with the best American traditions.

(8) Awakening of the commercial recreation entertainment and amusement enterprises to elevate the common taste and to provide recreation and entertainment that will not debauch the public but will contribute to good citizenship.

(9) Enlistment of the churches of all faiths and denominations in a continuing crusade to infuse the recreational life of the American people with spiritual quality.

(10) Suppressing and prohibiting by law an effective enforcement of recreation practices that degrade and debauch the people.

(11) Implementing plans for redevelopment of slums and blighted and congested areas in cities so that the home and the immediate en-

vironment of the home may permit the safe play of children and the wholesome development of family and neighborhood recreation.

(12) Cultivating a greater sense of family responsibility for the planning of recreation for all members of the family and for the improvement of family relationships.

(13) Upgrading the qualifications of professionally employed personnel in community, governmental and commercial entertainment and amusement enterprises, and dignifying generally the calling of recreation leadership.

(14) Enlisting, inspiring and training an adequate force of professional recreation leaders imbued with social zeal, technically prepared and dedicated to the advancement of humanity through recreation.

(15) Instituting program of recreation for mentally and physically handicapped persons and especially integrating these persons in the recreation activities and associations of normal citizens.

(16) Safeguarding the ethics of recreation activities that are part of the American tradition, and by educational means improving the quality of expression of the people in their recreation so that through leisure they might achieve goodness and beauty in living.

(17) Recognizing the values of recreation in building and sustaining national morale especially in times of national emergency and preserving the democratic recreation tradition and opportunity as essential to our national security.

NATIONAL RECREATION POLICIES COMMITTEE
145 East 32nd Street, New York, N. Y.

October, 1950.

The National Recreation Policies Committee is an independent group of professional leaders in recreation and allied fields whose members are nominated by their respective professional, national organizations. The Committee proposes policies deemed to be in the national interest and expressing the best thought of its members in relation to the leisure time and recreation of the American people. The policies so enunciated are not necessarily the policies of the several organizations.

Publications of The North Carolina Recreation Commission

First Report of the North Carolina Recreation Commission—1945-1946

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Packet Materials

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Playgrounds—Organization, Programs and Leadership

Sports and Games—Minor Sports, Tournaments, Homemade Equipment, Supply Houses, State-wide Activities

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Ideas for Home Fun—A series of six mimeographed bulletins on Recreation Activities for the Family.

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(a) Municipal Ordinance

(b) County Ordinance

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